

**UNITED STATES MARINE CORPS**  
MARINE CORPS CIVIL-MILITARY OPERATIONS SCHOOL  
WEAPONS TRAINING BATTALION  
TRAINING COMMAND  
2300 LOUIS ROAD (C478)  
QUANTICO, VIRGINIA 22134-5036

## **STUDENT OUTLINE**

### **CMO SUPPORT TO ORDERS DEVELOPMENT**

**CAC-PLAN-213**

**CIVIL-MILITARY OPERATIONS PLANNER COURSE**

**M020AQD**

**NOVEMBER 2015**

## **LEARNING OBJECTIVES**

### **a. TERMINAL LEARNING OBJECTIVES**

(1) Given a mission, commander's intent, CPB planning support products and as a member of a Civil-Military Operations Working Group, integrate Civil-Military considerations into the planning process, to support the commander's decision making by providing an understanding of the civil environment and the nature of the problem in order to identify an appropriate solution, in accordance with MCWP 3-33.1. CACT-PLAN-2001

(2) Given a mission, commander's intent, operations order, and CMO planning products (e.g. CMO staff estimate, CMO COA graphic and narrative, and a synch matrix, etc.), produce an Annex G, to document civil and military actions (e.g. SCA, PRC, FHA, NA, and CIM) meeting the seven information quality characteristics (accuracy, relevance, timeliness, usability, completeness, brevity, security) in accordance with MCWP 3-33.1 Annex G format. CACT-PLAN-2004

### **b. ENABLING LEARNING OBJECTIVES**

(1) Without the aid of references, define the purpose of the Orders Development step, in accordance with MCWP 5-1 Ch 6. (CACT-PLAN-2001z)

(2) Without the aid of references, identify the orders development injects, in accordance with MCWP 3-33.1, Ch 4. (CACT-PLAN-2001aa)

(3) Without the aid of references, identify the orders development activities, in accordance with MCWP 3-33.1, Ch 4. (CACT-PLAN-2001ab)

(4) Without the aid of references, identify orders development results, in accordance with MCWP 3-33.1, Ch 4. (CACT-PLAN-2001ac)

(5) Without the aid of references, identify the elements of an Annex G, in accordance with MCWP 3-33.1 appendix C. (CACT-PLAN-2004a)

(6) Given a mission, CMO planning products (e.g. CMO staff estimate, CMO COA graphic and narrative, CMO synch matrix, etc.), and Commander's intent, write an Annex G, in accordance with MCWP 3-33.1 appendix C. (CACT-PLAN-2004b)

## 1. ORDERS DEVELOPMENT

a. Purpose. The purpose of orders development is to translate the commander's decision into oral, written, and/or graphic communication sufficient to guide implementation and promote initiative by subordinates. A form of detailed planning, the plan or order, once completed, becomes the principal means by which the commander expresses his decision, intent, and guidance. The orders development step in the Marine Corps Planning Process (MCPPE) communicates the commander's decision in a clear, useful form that can be understood by those executing the order.

b. What is an Order? An order is a written or oral communication that directs actions and focuses a subordinate's tasks and activities toward accomplishing the mission. Various portions of the order, such as the mission statement and the concept of operations (CONOPS), have been prepared during previous steps of the MCPPE. The development of the order begins during problem framing and continues throughout the process.

### c. Operation Plan vs Operation Order

(1) An Operation Plan (OPLAN) is a complete and detailed joint plan containing a full description of the CONOPS, all annexes applicable to the plan, and a time-phased force and deployment data. An OPLAN can be quickly developed into an operation order (OPORD) once date and time for execution are established.

(2) An Operation Order (OPORD) is a directive issued by a commander to subordinate commanders for the purpose of effecting the coordinated execution of an operation. There are also other types of orders.

### d. Other Types of Orders

(1) Warning Order (WARNORD). A WARNORD is a preliminary notice of order which is to follow. WARNORD allows time for subordinates to conduct concurrent planning. A WARNORD is issued to subordinates after Problem Framing and after Course of Action Comparison and Decision (Note: The Commander can issue a WARNORD at any time he feels that it is needed).

(2) Planning Order (PLANORD). A planning directive that provides essential planning guidance and directs the initiation

of execution planning before the directing authority approves a military course of action.

(3) Fragmentary Order (FRAGO). An abbreviated form of an operation order - usually issued on a day-to-day basis, which eliminates the need for restating information contained in a basic operation order. Once an OPORD has been released, FRAGOs address only parts of the OPORD that have changed, been modified or to execute a branch or sequel.

e. **Staff Responsibilities**

(1) The chief of staff (CoS) or the executive officer (XO), as appropriate, directs orders development by dictating the format for the order, setting and enforcing the time limits and development sequence, and assigning annexes to specific staff sections. While the CoS or XO provides guidance and direction, the G/S-3 exercises overall staff responsibility for preparing the OPORD.

(2) The CMO planner will work either through the G-9, G-3 or S-3 when supporting the MAGTF's orders development effort.

f. **Orders Development Injects**

(1) There are many planning products that are included in the OPORD. The order contains only critical or new information and not routine matters normally found in standing operating procedures. A good order is judged on its usefulness - not its size.

(2) The initial task organization (consider CA force employment), mission statement, commander's intent, CONOPS (CMO concept of support), and specified and implied tasks are the required inputs to orders development. Other inputs may include:

(a) Updated intelligence and intelligence preparation of the battlespace products (to include updated civil preparation of the battlespace (CPB) and civil environment information).

(b) Planning support tools (for the CMO planner, consider an updated civil factors and relevance matrix, stability assessment framework products, civil most likely / most disadvantageous actions, civil environment model, etc.).

(c) Updated CCIRs.

(d) Staff estimates (CMO estimate).

(e) Commander's identification of branches for further planning.

(f) WARNORD/planning order.

(g) Existing plans and orders (higher headquarters Annex G, etc.).

(h) The CoS's or XO's orders development guidance.

g. **Orders Development Activities.** Activities include the actual production of the order and its associated annexes, appendices, tabs, etc. Although inputs include CMO products that have been updated, refinement will not stop until the actual order is signed and published. Even then, the CMO planner may need to assist in the development of FRAGOs and/or branches and sequels as more civil information comes to light affecting MAGTF operations. At a minimum, activities entail refinement of CPB products, input and preparation of the Basic Order (Paragraph 3 Execution), preparation of Annex G - CMO and associated Appendices and Tabs.

h. **Orders Development Results.** The objective is to end up with an operation order, complete with necessary annexes, (CMO planner develops the Annex G and may provide input to other annexes such as Annex V Interagency) appendices, and tabs. The format for orders development is contained in MCWP 5-1 (appendix K) and CJCSM 3130.03 [Adaptive Planning and Execution (APEX) Planning Formats and Guidance].

## 2. **ANNEX G AND CIVIL-MILITARY OPERATIONS INPUT TO THE ORDER**

a. **Guiding Principles.** There are two guiding principles for orders writing. One is doctrine, the other is common sense. Language is important because someone else other than the author is reading and interpreting what's written. Lastly, orders are written for those who receive and execute them. Orders should be clear, simple, and concise. Perhaps you are aware of "Napoleon's Corporal?" Legend has it that Napoleon allowed his Corporal to read his orders and explain them back to him prior to disseminating to his Generals. If the Corporal understood the order, it was sufficient.

b. **CMO and the Basic Order.** CMO information should be in the Execution paragraphs 3b, 3c and 3f. In 3b, Concept of Ops, you must include the Concept of CMO. It might be the only place other units ever read about CMO. CMO tasks identified in the planning process should be included in paragraph 3c and paragraph 3f, (coordinating instructions) include those CMO tasks to two or more units.

c. **Annexes, Appendices, and Tabs**

- (1) Contain information on specific topics.
- (2) Follow formats.
- (3) Do not change titles and sequence.
- (4) Synch matrix and COA graphic can be placed in Annexes, Appendices or Tabs.

(5) Ensure ACKNOWLEDGE RECEIPT! This is the last line of the order. The term "ACKNOWLEDGE RECEIPT" is important. Your SOP should have specific instructions on this procedure. It will assist you and the MSC(s), MSE(s) and Subordinate units in controlling distribution and ensuring that the order is received.

d. **Annex G - Input to Situation.** The Annex G format follows the standard five paragraph order military format (SMEAC). Include in the situation paragraph relevant information not covered in the basic order, such as hazards, disease, dislocated civilian locations, and adjacent CA units in the area of operations (AO), nongovernmental/intergovernmental organizations (NGO/IGO), and any CMO specific assumptions.

e. **Input to Mission.** The Annex G Mission paragraph is the restated MAGTF mission as found in the Basic Order.

f. **Input to Execution.** In the Execution paragraph, provide the direction needed to synchronize CMO actions across the MAGTF and a brief overview of CMO support (e.g. lines of operation). Include CMO-related tasks to CA Teams, provide detail coordination common to two or more units not covered in the Basic Order and any specific CMO CCIRs (these should be listed in the Basic Order also).

g. **Input to Administration and Logistics.** In the Admin and Logistics paragraph, include instructions regarding the service

support relationships between the CA element(s) and supported units in the AO. Also, estimate the number of civilian personnel and any civilian facilities or supplies required to support the operation. Lastly, include any non-standard reporting procedures, i.e. to NGOs/IGOs.

h. **Input to Command and Signal**. In the command and signal paragraph, specify command relationships and define the level of authority a commander has over CMO efforts and assigned or attached forces. Include any changes or transitions between command and control organizations.

i. **Appendices and Tabs**. Typical support information covered in an Annex G: Area study or CPB, DC operations or camps (use DC overlay tab), No Fire Area, NGO/IGO locations within the AO are all good examples of appendices you may find in an Annex G.

j. **Overlays**. These tools are an effective and efficient method to help visualize CMO activities to be incorporated into the Common Operating Picture (COP). Note: C2PC keeps the integrity of scale when incorporated into PowerPoint (can be used as a TAB within Annex G).

### 3. **RECONCILIATION AND CROSSWALK**

a. To ensure the Order is free of errors and omissions, a two-step approach of orders reconciliation and orders crosswalk is undertaken.

b. Orders reconciliation is an internal review of the order, which requires the CoS/XO and the Staff principals to ensure there are no disconnects internally within the entire order. The basic order needs to be in agreement with the annexes, appendices and tabs. Make sure the CONOPS agrees with the commander's intent.

c. An orders crosswalk is a review of the MAGTF Order against adjacent and HHQs orders, coinciding with HHQ commander's intent. It is important to emphasize that the level of detail is directly related to the amount of time available for the orders reconciliation and orders crosswalk. The crosswalk is a process wherein the MAGTF Staff "bounce" their order against the order received from higher HQ in order to ensure they are in consonance with each other, as well as, to identify and correct any internal problems, PRIOR TO THE COMMANDER SIGNING THE ORDER.

d. After both steps are completed the Commander signs.

e. SOPs can reduce the size of an OPORD. It is important to note that an SOP is only effective when it is understood by the force. These key documents will help you avoid having to include everything in your order. You can save time by simply referring the applicable section in the order. SOPs must be regularly trained to and exercised. You should also remember that when joint and coalition partners comprise part of the MAGTF, it is difficult to use SOPs, and the end result may be that your order is more detailed and comprehensive.

f. **Orders Development Tips.** Through the use of technologies we can now disseminate or post the order, to include any updates or FRAGOs via a website or shared drive. You must notify subordinates to ensure they have received the information and request confirmation of its receipt. Additionally, include a plan for version control which can be described in the Annex U (IM plan) and your CIM Appendix.

#### **REFERENCES:**

MCWP 3-33.1 MAGTF Civil-Military Operations  
MCWP 5-1 Marine Corps Planning Process



This image shows a blank sheet of white paper with horizontal ruling lines. The lines are evenly spaced and run across the width of the page. There are no margins, text, or other markings on the paper.